UNITED
NATIONS

E

Economic and Social Council

Distr.
GENERAL

E/1996/68
12 June 1996

ORIGINAL: ENGLISH

Substantive session of 1996
New York, 24 June-26 July 1996
Item 4 (c) of the provisional agenda*

OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION: CONSIDERATION OF THE REPORTS OF THE EXECUTIVE BOARDS OF THE UNITED NATIONS DEVELOPMENT PROGRAMME/UNITED NATIONS POPULATION FUND, THE UNITED NATIONS CHILDREN'S FUND AND THE WORLD FOOD PROGRAMME

Annual report of the United Nations Population Fund to the Economic and Social Council

CONTENTS

		Paragraphs	Page
Part one.	FOLLOW-UP TO THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTIONS 44/211, 47/199 AND 50/120 .	1 - 39	2
Part two.	FOLLOW-UP TO ECONOMIC AND SOCIAL COUNCIL RESOLUTION 1995/50: COLLABORATION WITH THE BRETTON WOODS INSTITUTIONS	40 - 56	12
Part three.	FOLLOW-UP TO ECONOMIC AND SOCIAL COUNCIL RESOLUTION 1995/51	57 - 73	16
Part four.	FOLLOW-UP TO ECONOMIC AND SOCIAL COUNCIL RESOLUTION 1995/56: HUMANITARIAN ACTIVITIES ...	74 - 94	20

* E/1996/100.

96-14608 (E) 180696 200696

Part one

FOLLOW-UP TO THE IMPLEMENTATION OF GENERAL ASSEMBLY RESOLUTIONS 44/211, 47/199 AND 50/120

I. INTRODUCTION

1. This report has been prepared in response to General Assembly resolutions 44/211, 47/199 and 50/120, which request the executive heads of the funds and programmes to submit a yearly progress report to their governing bodies on measures taken and envisaged for the implementation of these resolutions.

II. COORDINATION

A. Resident Coordinator system

2. UNFPA continues to participate in efforts to strengthen the Resident Coordinator system, in particular through its directives to UNFPA country offices and through regular exchange with United Nations development partners, primarily through the Consultative Committee on Programme and Operational Questions (CCPOQ) and the Joint Consultative Group on Policy (JCGP). In follow-up to discussions at the JCGP High-Level Meeting in March 1995, the Executive Director undertook to obtain more specific information from UNFPA country offices about the functioning of the system in their respective countries of assignment. The review from offices covering more than 45 countries confirmed the many benefits of the Resident Coordinator system and the progress made over the past year in strengthening coordination arrangements.

3. The majority of offices considered the Resident Coordinator system to be most effective in fostering exchange of information through regular inter-agency meetings on a monthly or bi-monthly basis; the formation of theme groups or task forces dealing with specific issues, including education, empowerment of women, security, environment, and national development plans; collaboration in the preparation of the country strategy note (CSN); and joint efforts in the follow-up to the recent series of international conferences and summits.

4. The Resident Coordinator system appears to provide the leadership required to develop unified positions by the United Nations at the country level through the issuance of joint communications, statements or strategy papers. This aspect has received particular emphasis in countries that have recently undergone a major political transition or crisis. Still, while in some countries cooperation has extended to joint activities in selected programme areas, the review found that the further harmonization of policies and procedures would encourage a greater degree of coordination and collaboration. Moreover, joint activities, especially in the area of programme

reviews and evaluation, suffered somewhat from the limited contact that most United Nations organizations and agencies have with government units other than their immediate counterparts.

5. UNFPA country offices suggested that improvements should focus primarily on: (a) accelerating harmonization of policies and procedures within the United Nations system; (b) increasing advocacy activities in support of the Resident Coordinator system to enhance the understanding and commitment of Governments and donors; and (c) strengthening the Office of the Resident Coordinator through assignment of specially designated staff to assist in the logistics of coordination. UNFPA has given these findings serious attention and has shared the main points with the UNDP Administrator as well as with the Chair of the JCGP. The matter will be discussed further at the next JCGP High-Level Meeting in April 1996, along with the recent initiatives of the JCGP Sub-Group on Harmonization of Programming Policies and Procedures, chaired by UNFPA. UNFPA also seeks to help strengthen the Resident Coordinator System through the submission of highly-qualified candidates and the assignment of senior staff to the training courses offered to Resident Coordinators at the ILO International Training Centre in Turin.

B. Follow-up to major international conferences

6. UNFPA has been an active participant in United Nations system-wide mechanisms designed to achieve coordinated follow-up to major international conferences. For example, UNFPA has chaired the Inter-Agency Task Force (IATF) for the Implementation of the International Conference on Population and Development (ICPD), whose overall aim is to enhance collaboration and coordination of the ICPD Programme of Action at the country level, under the leadership of the Resident Coordinator. It is also intended to develop a common framework for following up other United Nations conferences dealing with social issues. The IATF set up six working groups to address the key areas of action corresponding to the objectives of the Programme of Action: basic education, with special attention to gender disparities, with UNESCO as the lead agency; policy-related issues, with UNFPA as the lead agency; a common approach to national capacity building in tracking child and maternal mortality, with UNICEF as the lead agency; reproductive health, with WHO as the lead agency; migration, with ILO as the lead agency; and women's empowerment, with UNIFEM as the lead agency. The working groups have been efficient, preparing and disseminating a set of "IATF Guidelines for the United Nations Coordinator System" and developing a "Common Advocacy Statement on Population and Development".

7. The IATF, which has been cited as an example of efficient and effective United Nations cooperation, has recently been expanded to cover such related basic social services as health and education and reconstituted the ACC Task Force on Basic Social Services for All with UNFPA as the chair. Its success has also inspired the establishment of two other task forces -- one on full employment and sustainable livelihoods, with ILO as the lead agency, and one on the enabling environment for sustainable development, with the World Bank as the lead agency.

8 Translating the ICPD Programme of Action into reality has been of critical importance to UNFPA in all of its activities. In order to coordinate the Fund's follow-up to the ICPD, UNFPA established an internal Task Force on ICPD Implementation that became operational in January 1995. In the initial phase of its work, the Task Force has been concerned with inter-agency follow-up and coordination, as well as with monitoring intergovernmental initiatives in the aftermath of the Cairo conference, as well as the Fourth World Conference on Women, held in Beijing, China, in September 1995. The Task Force has also been developing a tool for monitoring the implementation of the ICPD Programme of Action at the country level.

C. Coordination at regional and subregional levels

9 UNFPA continues to conduct various regional meetings and workshops and seminars to further coordinate the Fund's activities at the regional and subregional levels. For example, UNFPA's geographical divisions arrange meetings in conjunction with the Country Support Teams (CST) in their regions. These teams are part of UNFPA's Technical Support Services (TSS) system, which has been in operation since 1992. The eight CSTs are located worldwide to provide population programmes with technical services. As these teams are composed of experts from various population disciplines, technical requests are approached in a holistic manner and with experience drawn from that particular region or subregion.

10 Every two years, each geographical division and the respective CSTs organize a meeting between the CST advisers and the UNFPA Representatives of that region or subregion. These meetings review various issues with regard to programme implementation and coordination and how to provide technical services most effectively. Through the mix of participants, these meetings create an innovative environment in which the geographical divisions, CSTs and UNFPA's country offices can exchange experiences and discuss region-specific issues.

III. PROGRAMME MATTERS

A. Country strategy note

11 UNFPA continues to be an active partner in numerous CSN exercises. By early 1996, CSNs were in various stages of development in 86 countries and have proved to be a useful mechanism for fostering exchange and coordination among the different partners in development. UNFPA headquarters provides support to the process, emphasizing the CSN in programme-related training and stressing linkages to the CSN in policy guidelines, such as the Guidelines on Programme Review and Strategy Development (PRSD). UNFPA, as chair of the JCGP Sub-Group on Harmonization of Programming Policies and Procedures, is also actively involved in the new initiative on common

country assessments (CCA), which is designed, inter alia, to provide common inputs from the JCGP field representatives to the CSN.

12. However, the success of the CSN process depends to a large extent on government commitment and the political situation of a country as well as the degree of involvement of all agencies in the CSN preparation process. In several instances, for example, the CSN process was disrupted or delayed by political changes that affected the incumbent Government's ability to make long-term commitments made by the incumbent Government. As a result, UNFPA country offices reported that while the CSN process did increase coordination and exchange, more effort was required in creating a common development vision and in systematically establishing the programme implications for individual organizations and agencies. The recent review of the CSN process by the United Nations may assist improvements in this area.

B. Harmonization

13. The process of harmonizing the programming cycles of UNDP, UNICEF, UNFPA, and WFP is well under way. As this process is a first step towards further effective and efficient programme delivery, UNFPA is fully committed to continuing such harmonization. Harmonized cycles will allow the various United Nations organizations to synchronize their programme cycles with national planning cycles, strengthen their collaboration at the country level and initiate harmonization of rules and procedures.

14. As of November 1995, more than 90 per cent of all countries in which the JCGP partners had programmes had harmonized programming cycles or were in the process of harmonizing them by the next cycle. Most of the remaining countries were committed to the principles of harmonization, but because of social and political conditions in the respective countries, their programming cycles had not yet been synchronized. The Fund's Programme Committee reviews the various country programmes and suggests how UNFPA's programming cycles can best be harmonized through extension, shortening or bridging.

15. UNFPA recognizes the advantages of simplifying rules and procedures in order to make programme delivery more cost-effective and to enhance national execution. UNFPA also recognizes, however, the complexity and difficulty in streamlining the various rules and procedures, as each organization of the United Nations system has developed and operated within its own context of mandate and procedures.

16. A first critical step towards synchronization of rules and procedures is the JCGP common country assessment initiative, which is intended to provide common data at the country level to all United Nations agencies and organizations including basic demographic, cultural and socio-economic information. Each JCGP member will contribute its own distinct perspective and experience in

carrying out the CCA. The results of the CCA should enable cost-effective as well as efficient planning and programme formulation, jointly carried out with national partners and the donor community. Once this process has been fully established, UNFPA will support further rigorous steps to harmonize and simplify rules and procedures at the country level.

C. Programme approach

17. UNFPA's strong commitment to the programme approach has evolved through years of recognition of its benefits and through the Fund's experience with its PRSD exercise. UNFPA also recognizes the many complexities in its total application. The Fund has been an active participant in system-wide efforts, primarily through the work of the CCPOQ, to examine and refine the approach. This effort has shown that a system-wide approach can be truly viable only if: (a) Governments are fully committed to define, negotiate and agree to manage from a programme approach; (b) all those involved at the country level are committed to adopting a single approach, not merely in principle but in practice; (c) common country assessments are carried out to provide input into programme approach assistance; and (d) multisectoral programme training is provided to all staff involved in the programme process. There is also a need for further work on developing analytical tools and instruments for planning and management that are driven by policies and strategies rather than by individual activities or budgets.

D. Common guidelines at field level for recruitment, training and remuneration of national project personnel

18. National project personnel are composed of nationally recruited project professional (NPPP) and general service support staff who are recruited to provide additional support to host Governments in the implementation of UNFPA-supported projects. NPPP is a category of technical cooperation personnel who provide technical skills not available to the host Government while general service staff provide related clerical/administrative support to the projects. These project staff are recruited and paid in accordance with guidelines common to UNFPA and UNDP for the recruitment and administration of national project staff. Their remuneration is based on prevailing compensation for comparable functions within the host country and is in line with rates paid for similar functions within the United Nations system. The employment of such personnel contributes to the strengthening of national capacity, particularly for nationally-executed projects, and makes full use of qualified national human resources.

19. A separate issue of concern is payment of salary supplements to government-recruited and -paid counterparts, concerning whom the members of the JCGP have collectively developed a common policy on remuneration. The policy is the result of extensive consultations among the JCGP members, which included both a field study and technical missions to four countries. The analysis found that the practice of paying different forms of financial incentives to such individuals was

widespread among donors. This was seen as a way to increase productivity and foster discipline and responsibility. The payment of such salary supplements, however, was found to pose complex problems for multilateral and donor agencies as well as for Governments. It instilled among such government counterparts the misperception that the payment was a right rather than a privilege, produced competition for such government counterparts; undermined government civil-service reform programmes; and led to poor monitoring and management of the practice. The analysis concluded that most cash payments have had a detrimental effect on the attainment of the overall objectives of technical assistance programmes, except in situations of extreme economic difficulties or emergency. JCGP members therefore agreed to eliminate such payments to government counterparts, except in exceptional circumstances warranting such payments, and have adopted a common policy towards that end.

E. National execution and national capacity-building

20. UNFPA continues to work to enhance the capacity and capability of national institutions to execute UNFPA-funded projects and programmes and to help strengthen the capacity of Governments to coordinate all population assistance in their countries. In considering national execution, UNFPA takes into account the particular stage of development of each country, its experience in planning and programming of population activities; the commitment, strength and viability of the supporting infrastructure, and the strength of national coordination institutions or mechanisms. The number of nationally-executed UNFPA projects is increasing significantly. In 1994, the Fund's expenditure for nationally-executed projects amounted to $52.4 million while the allocation for 1995 was $91.1 million.

21. In UNFPA's programming process, aspects of strengthening self-reliance are being dealt with mostly at the country level, for example through the inclusion of pertinent criteria in the background documents and the PRSD exercises that precede the formulation of a UNFPA country programme. These assessments of national capacity-building are complemented by regional and subregional reviews and initiatives. The current revision of the PRSD guidelines will provide further emphasis on the necessity for increasing and evaluating national self-reliance. UNFPA is developing revised guidelines in the area of national execution and national capacity-building, building upon the guiding principles set forth in document DP/1992/29, which was submitted to the Governing Council in 1992.

22. UNFPA is finalizing specific guidelines on the assessment of the capacity of national institutions. Moreover, the Fund is preparing an updated programme cycle document and training manual on UNFPA's programming process for use by field staff and government counterparts. Country offices continue to provide, inter alia, training to national project staff in accounting and financial management of projects, and government officials also participate, where possible, in periodic regional workshops on financial management organized by headquarters. In addition, UNFPA has promoted the greater use of national project staff based on Guidelines for the

Recruitment and Administration of National Project Staff. These initiatives are designed to further enhance the skills of national officials in the management of externally-funded projects.

23. In the context of the Fund's TSS arrangement, the first level of expertise to be used in technical backstopping are national consultants. When national expertise is not available, UNFPA's CSTs provide technical backstopping to population programmes and projects aimed at enhancing national self-reliance. UNFPA is currently revising its Guidelines on Technical Support Services and will ensure that the issues addressed in Executive Board decision 95/34 will receive even more emphasis in the revised document. Given the key role of national capacity-building in all United Nations development efforts, UNFPA continues to be an active participant in relevant initiatives of the Resident Coordinator system, the JCGP and other coordinating bodies of the United Nations.

F. Agreed division of labour

24. UNFPA's mandate is clearly set forth by ECOSOC in resolution 1763 (LIV) of 18 May 1973 and reaffirmed in resolution 1986/7. It was also reaffirmed by the General Assembly in resolution 49/3 and recalled by the Assembly in resolution 49/128. The governing bodies of UNFPA have provided guidance throughout the years as to how to translate this mandate into programme priorities and programme activities. The Executive Board provided such guidance most recently in decision 95/15, in which the Board took note of the Fund's report on programme priorities and future directions of UNFPA in light of the ICPD (document DP/1995/25 and Corr. 1), supported the broad outline of the future programme of UNFPA assistance and requested the Executive Director to concentrate the Fund's assistance in the core programme areas of reproductive health, including family planning and sexual health; population and development strategies; and advocacy. Decision 95/15 also requested the Executive Director to submit to the Board a draft mission statement for UNFPA based on document DP/1995/25, taking into account the discussion of the Executive Board on that report. UNFPA has prepared such a draft mission statement, which is being submitted to the Board at its annual session in May 1996.

IV. MANAGEMENT, PERSONNEL AND FINANCE MATTERS

A. Management audit and aid accountability

25. The main mechanism for the exchange and coordination of internal audit issues continues to be the annual Meeting of Representatives of Internal Audit Services of the United Nations Organizations and Multilateral Financial Institutions. At their 1995 meeting, the group discussed, inter alia, new approaches to enhance accountability under decentralization and reviewed the findings and recommendations made by the JCGP Working Group on Harmonization of Management Audit Systems upon the completion of its work.

26. At the same time, UNFPA management continues to employ mutually reinforcing means to promote responsibility, assess performance and measure results in order to obtain assurances with regard to accountability, especially in the context of UNFPA's policy on decentralization. Such means encompass: (a) overall guidance on policies and procedures, including the recent issuance of the updated Financial Regulations and Rules, issuance of the Policies and Procedures Manual, and circulars on audit activities and findings; (b) the system of annual staff Performance Appraisal Reviews based on detailed Individual Performance Plans and the convening of Management Review Groups; and (c) internal audit services provided by the UNDP Division for Audit and Management Review (DAMR) to assess the adequacy of internal controls and advise UNFPA management on areas in need of improvement. Internal audit missions have been greatly expanded, including the use of the UNDP Regional Service Centres in Kuala Lumpur and Harare, which provide internal audit coverage and accounts examination of all UNFPA offices with a resident UNFPA Representative in the Asia and the Pacific and the Africa regions, respectively. Moreover, internal audit issues are regularly discussed by the UNFPA Executive Committee, consisting of all senior staff at headquarters.

27. Two new mechanisms will supplement the traditional means for ensuring accountability. DAMR is planning to undertake simultaneous, joint management reviews of selected areas in the organizations that receive internal audit services from DAMR, namely UNDP, UNFPA and the United Nations Office for Project Services (UNOPS). The management reviews would seek to evaluate certain aspects of operations or common administrative services where greater efficiency could be achieved. The findings will be brought to the attention of the senior management of the three organizations for joint action. In the area of substantive accountability, UNFPA has instituted Policy Application Reviews that bring together a team of senior officers from UNFPA's Technical and Evaluation Division to assess the degree of compliance of country offices with relevant UNFPA policies and procedures. Review reports are addressed to the Executive Director who, in consultation with the UNFPA Executive Committee, decides on follow-up actions.

B. Training

28. UNFPA continues to be actively engaged in inter-agency collaborative training. Within the context of the JCGP Sub-Group on Personnel and Training, UNFPA is spearheading the inter-agency Advisory Group that has been established to develop a training initiative on the ICPD Programme of Action. This initiative aims at enhancing the skills of country office staff at all levels to integrate population concerns and sustainable human development into the country-level decision-making framework, both conceptually and functionally. Furthermore, the initiative will provide training on the concerted action to be taken by the JCGP agencies to achieve the goals of the Programme of Action. As such, it will serve to operationalize team efforts at the country level, reinforcing the training provided by the Turin Centre through its workshops for Resident Coordinators and other Senior United Nations System Representatives.

29. To meet the challenges of General Assembly resolution 50/120, UNFPA requires a cadre of managers and administrators who are flexible and adaptable and who are skilled in managing change. To create this capacity, UNFPA continues to conduct management training for its senior staff members on communication skills and decision-making, performance evaluation, strategies for change, team building and leadership. By the end of March 1996, approximately 90 per cent of the most senior staff had received such training. UNFPA has established performance criteria for all staff members that takes into account the work on competency definition carried out by the ACC/CCAQ Sub-Committee on Training. It is foreseen that further training in this area will be done in collaboration with the other agencies in order to develop common guidelines for performance appraisals of field staff, including assessing their contributions to inter-agency coordination.

30. UNFPA strongly supports greater collaborative training at the country level of all programming and managerial efforts to eliminate duplication. UNFPA recognizes that there are several difficulties given the varying rules and procedures of the different agencies. Through the JCGP Sub-Group on Personnel and Training as well as the Administrative Committee on Coordination/Consultative Committee on Administrative Questions (ACC/CCAQ) mechanism, UNFPA will continue to work for greater harmonization and simplification of rules and procedures. To strengthen flexibility in conducting collaborative training at the country level, UNFPA has decentralized a portion of the training funds available under the authority of UNFPA Representatives to enable them to decide and approve local training activities.

C. Gender balance in appointments

31. UNFPA has for many years made efforts to increase the representation of women in its professional staff through external recruitment and advancement within its ranks. In order to be more effective in this regard, in the late 1980s UNFPA management sought the advice and guidance of a Sub-Committee on the Status of Women Staff in UNFPA (as part of a UNFPA Internal Working Group on Women, Population and Development). The recommendations that emanated from the sub-committee included a long-term goal of achieving a 50/50 representation of men and women in professional positions, an immediate target was set of having 40 per cent women professionals by the end of 1991.

32. In 1989, at the time of the Sub-Committee's involvement, the proportion of women professionals was 34 per cent. As of February 1996, the figure has reached 47 per cent. UNFPA has been able to make this percentage grow gradually. It should be emphasized that this has been achieved without compromising recruitment and promotion criteria.

33. Special attention continues to be paid to the placement of women to mid-level positions with decision-making and managerial responsibilities. Women are encouraged to participate in

management training programmes organized through JCGP, UNDP and UNFPA's own training programme. In the 1995 promotion exercise, twice as many women were promoted as men, two women were promoted to the D-1 level, out of the five promotions to that level.

34. Women have also fared well in UNFPA in moving from the general service to the professional category. For example, in the past 10 years, six of the seven general service staff to do so were women.

35. Another area that UNFPA has been working on is to dispel the notion that general service positions are "female" jobs. UNFPA has taken care to encourage the recruitment of more men to fill general service vacancies, particularly secretarial posts. While major strides have not been made in this area, there has been, nonetheless, a fair increase in the number of men recruited in this category of staff.

D. Decentralization

36. UNFPA continues to implement and monitor its decentralization guidelines and procedures seeking to maximize the effectiveness and efficiency of programme delivery in the field. Since December 1993, UNFPA has substantially increased decentralized project approval authority from $500,000 to $750,000 per project, and has granted full decentralized approval authority to UNFPA Representatives on a pilot basis in 12 countries. In 1994, 80.4 per cent of the regular funds spent for country activities were made by decentralized authority.

37. An initial review of the Fund's experience in increased decentralization suggests that the process is leading to greater substantive involvement of field offices in project appraisal; a reduction in the time lag involved between project appraisal and project approval, thereby improving implementation and delivery rates; and an increase in the use of national experts in the formulation, appraisal and implementation of programmes and projects.

38. Further decentralization will have to take into consideration the capacities of field offices to assume increased technical, programmatic and financial monitoring and reporting responsibilities. To this end, the Fund is currently undertaking an internal management review of field-office capacities in light of future decentralization.

E. Common premises and administrative services

39. These issues are dealt with in section VI of part three of this report, on the follow-up to ECOSOC resolution 1995/51.

Part two

FOLLOW-UP TO ECOSOC RESOLUTION 1995/50: COLLABORATION WITH THE BRETTON WOODS INSTITUTIONS

I. INTRODUCTION

40. UNFPA and the Bretton Woods institutions, especially the World Bank, have cooperated at both headquarters and field levels since the early 1970s. There is, however, no formal agreement or memorandum of understanding on collaboration. Informal cooperation on a project-by-project and country basis has so far been the preferred form of interaction, especially on the part of the World Bank. This has not prevented the relationship from growing both in quantitative and qualitative terms over the years. Recent international conferences have added considerable momentum to the development of closer relations, which are also becoming more institutionalized.

41. Collaboration between UNFPA and the Bretton Woods institutions is evolving within two distinct settings. The multilateral setting brings together the institutions, UNFPA and other United Nations organizations and agencies in developing new and closer forms of collaboration, especially in the implementation of the action programmes of recent international conferences. The bilateral setting provides UNFPA and the World Bank in particular with a simpler and more direct route by which existing and new relations and forms of cooperation can be intensified and developed.

II. COLLABORATION IN POLICY MATTERS

42. UNFPA reported to the Governing Council on its collaboration with the Bretton Woods institutions in March 1993 (document DP/1993/34). Since then a number of significant events and developments affecting both the nature and volume of collaboration have taken place. These include initiatives taken by the Secretary-General, the Administrative Committee on Coordination (ACC) and various joint activities stemming from these initiatives aimed at coordinated implementation of the action programmes of recent international conferences. In late 1995 the World Bank established a position of Vice President of the World Bank for United Nations Affairs, thereby ensuring that its relations with the United Nations system would receive the necessary consideration by the highest management level in the Bank.

43. The drive towards more collaboration and coordination led to the establishment of a Working Group on strengthening cooperation between the United Nations and the Bretton Woods Institutions at a meeting on 1-2 June 1995 of senior officials of various United Nations bodies. The Working Group, composed of officials of DESIPA, UNCTAD, UNFPA, UNICEF, UNOPS and DPCSD and chaired by the Associate Administrator of UNDP, reviewed existing arrangements for cooperation, identified areas that could benefit from increased cooperation, surveyed potential difficulties and

obstacles, and prepared a set of recommendations for the meeting of senior officials on 16 February 1996.

44. The priority areas for cooperation between the United Nations and the Bretton Woods institutions proposed by the Working Group are: (a) collaboration in countries facing special situations requiring major reconstruction, rehabilitation and re-establishment of normal economic activity; (b) exchange of information and data for policy analysis in key areas; (c) exchange of information on planned research and policy issues; (d) strengthened cooperation on such policy issues as poverty reduction, financing and investment for development, social aspects of structural adjustment, assistance for Africa, implications of globalization for developing and developed countries, and environment and sustainable development; (e) enhanced collaboration and exchange of information in relation to the formulation of country strategy notes, common country assessments, policy framework papers, and country assistance papers; and (f) reporting to respective and relevant intergovernmental bodies of the United Nations and the Bretton Woods institutions.

45. UNFPA participates with the Bretton Woods institutions in a number of ACC subsidiary bodies and other bodies at the inter-agency level specifically set up to coordinate the system-wide response to the action programmes of recent international conferences. These include the Inter-Agency Committee on Sustainable Development (IACSD), which coordinates the follow-up to Agenda 21, and the Inter-Agency Task Force (IATF) on the Implementation of the Programme of Action of the International Conference on Population and Development (ICPD). Having been given a more inclusive mandate the IATF has been renamed the ACC Task Force on Basic Social Services for All.

46. The main focus of the IATF has been to enhance collaboration between institutions at the country level. To this end, the Task Force, as noted, has prepared and disseminated a set of "IATF Guidelines for the United Nations Resident Coordinator System" and developed a "Common Advocacy Statement on Population and Development". The Guidelines in particular addressed some of the key policy questions of the ICPD Programme of Action including reproductive health, women's empowerment, a common approach to national capacity-building in tracking child and maternal mortality, and basic education with special attention to gender disparities. Though "not meant to be prescriptive ... and not hinder individual agencies or organizations from pursuing their respective mandates ... [the Guidelines] will enhance the complementarity of agencies' programmes ... and facilitate more integrated planning and coordination".

47. The work in the IATF has afforded the participants, including UNFPA and the World Bank, an opportunity to accommodate and adjust their views on and approaches to important policy questions and reach the degree of agreement necessary for effective system-wide assistance to countries involved in implementing the ICPD Programme of Action. The IATF has in fact functioned very well and has encountered at this stage few if any problems in collaboration.

48. Bilateral collaboration between UNFPA and the World Bank in particular has developed considerably over the last four years. Annual meetings between the heads of the two organizations have now been going on for long enough to acquire the status of "custom". Within UNFPA, these meetings are important in both programmatic and operational terms. The regularity of meetings at the divisional level is somewhat less than at the level of heads of organizations but nevertheless significant. These meetings are used to survey developments within the respective regions and to identify countries and issues that may need special attention.

III. COLLABORATION IN OPERATIONAL ACTIVITIES AT THE COUNTRY LEVEL

49. It is UNFPA's intention to continue to strengthen relations with the Bretton Woods institutions and especially to form new relations in those areas where few or none exist today. By building on existing structures, UNFPA hopes to institutionalize relations at the divisional and country levels to a greater degree than hitherto and thereby avoid the fluctuations in relations that otherwise tend to occur.

50. In conformity with these intentions, UNFPA and the World Bank recently agreed that in those countries where the latter has already carried out comprehensive surveys and evaluations in the reproductive health and population sector, UNFPA would use these in its own planning and programming work in the countries concerned. An arrangement of this sort, which has potentially significant cost- and effort-saving dividends, is often important beyond its own terms because it facilitates the harmonization of approaches to and views on needs, priorities and policies and thereby strengthens conditions favouring increased collaboration.

51. The most extensive collaboration with the World Bank takes place in the Asia and Pacific region as well as in the Africa region. In the former, a number of new initiatives at the country level with contributions from both UNFPA and the World Bank have been launched since the ICPD. These include a World Bank project in India intended to operationalize the reproductive health approach at the state level. UNFPA will be providing complementary support for this project through district-level reproductive health projects. In Papua New Guinea, UNFPA enjoys a very good collaborative relationship with the World Bank, Australian Aid and the Asian Development Bank in a new reproductive health and family planning project begun two years ago.

52. In Africa, joint UNFPA-World Bank projects have been launched in, for example, Angola. Joint sector evaluation and programming missions have been undertaken in, among other countries, Benin, Chad and Cote d'Ivoire, and parallel funding for reproductive health projects is provided in Malawi and Zaire. In the Arab States and Europe, collaborative projects in such countries as Algeria, Egypt and Morocco are continuing, increasingly involving youth and gender issues. Gaza and the West Bank are new areas where UNFPA hopes to collaborate with the World Bank on reproductive

health. In Latin America and the Caribbean, UNFPA is working together with the World Bank and a number of donor countries in the Emergency Economic Recovery Programme in Haiti, and new collaborative possibilities are being pursued in a number of other countries, including Peru, Nicaragua and Colombia.

53. There are in all regions, however, still considerable intra-regional variations that range from frequent contacts and regular collaboration to one in which there are no contacts or common activities at all. A possible reason may be that the development of relations at the country level is to a large extent a function of local conditions and circumstances both inside and outside the local UNFPA and World Bank offices. The IATF Guidelines referred to above will prove helpful in overcoming these intra-regional differences.

54. In a number of countries collaboration might also be improved by emphasizing and adhering to a number of measures, each of which is modest in scope and effort, but the combined effect of which could be very significant: (a) better and more timely communication and consultation on new country programmes with a view to enhanced complementarity and the avoidance of overlap in project activities; (b) a more explicit use of each organization's comparative advantage in the design of programmes; and (c) sufficient advance notice in order to participate in each other's activities such as missions, workshops, etc.

55. UNFPA continues to work with the World Bank and other partners on the Special Programme of Research, Development and Training in Human Reproduction, the Global Initiative on Contraceptive Requirements and Logistics Management Needs in Developing Countries, and the Joint United Nations HIV/AIDS Programme. UNFPA is also collaborating with the World Bank on the latter's initiative for Better Health in Africa (BHA). Together with other United Nations agencies, UNFPA and the World Bank are also collaborating in the preparatory stages of the United Nations System-Wide Special Initiative on Africa (UN-SIA).

56. UNFPA's most important challenge in the time ahead is to carry out its mandate and to implement the recommendations of the ICPD and relevant parts of the action programmes of other international conferences effectively and efficiently. It is imperative, now more than ever, that UNFPA's bilateral collaboration with the Bretton Woods institutions (as well as with other members of the United Nations system) continues to grow. Enhancing this collaboration is a task for which the Fund is committed to devoting all necessary time and effort.

Part three

FOLLOW-UP TO ECOSOC RESOLUTION 1995/51

I. INTRODUCTION

57. This report has been prepared in response to ECOSOC resolution 1995/51, which provided overall guidance to the United Nations funds and programmes on operational activities for development. Sections II, III, IV and V address issues raised in paragraph 7 of the resolution, which asks what steps have been taken to further refine and effectively provide procedures in these areas. Section VI addresses issues raised in paragraph 11, which invites the funds and programmes to explore the scope for improving the cost-effectiveness of their administrative services.

58. Resolution 1995/51 also requests the funds and programmes to give high priority in their budget allocations to the least developed countries (LDCs), low income countries, and Africa (para 2) and to take into account the specific needs and requirements of the countries with economies in transition (para. 3). UNFPA has indicated how it will address these important issues in document DP/FPA/1996/15, in which the Fund proposes an approach for allocating UNFPA resources to country programmes that gives priority to LDCs, low income countries and Africa, and that earmarks a specific proportion of UNFPA's country-programme resources to be allocated on a temporary basis to assist countries with economies in transition. The report, a revision of an early report that was considered by the Executive Board at its first regular session 1996, is being taken up by the Board at its second regular session 1996.

II. MONITORING AND EVALUATION

59. UNFPA has always accorded high priority to monitoring and evaluation. The present system is based on a set of guidelines issued in 1990 that adhere as closely as possible to those of UNDP. These guidelines are currently being revised in order to meet the need for simplification of procedures and documentation and, as a reflection of the post-ICPD programme orientation, to reflect a more holistic approach in analysing substantive programme achievements. An additional concern is to strengthen monitoring of qualitative aspects of programme delivery, which has been a noted weakness in the present system. The overarching concern is to ensure financial and substantive accountability at a time when managerial responsibilities are being increasingly decentralized to field offices.

60. A number of initiatives are being taken to refine techniques and tools to assess the impact and performance of UNFPA's programmes. An effort is being made to develop indicators for programme performance to facilitate monitoring of the achievement of ICPD goals at the national level. Related to this, issues concerning the evaluation of the impact of population programmes will be examined

with a view to developing indicators, data and information needs, tools and methodologies for such exercises. An important step has already been taken towards this end. The Fund has recently completed a conceptual exercise to develop a framework of selected indicators to assist countries in measuring the outcome and impact of their population education programmes. A technical paper addressed to national project staff has been issued. This paper outlines three major types of indicators and provides tools to measure each of them. These tools have been designed for use at the country level and can be adapted to particular circumstances.

61. In December 1995, UNFPA convened a consultative expert meeting on rapid assessment procedures (RAPs) and their application to population programmes. The meeting assessed, inter alia, the appropriateness of the use of RAPs at different stages in the programme or project cycle, the practical implications of quantitative and qualitative RAP applications, and the prospects for the utilization of RAP for the assessment of population programme efforts. Follow-up action in terms of case studies, development of guidelines and training will be pursued.

62. The foundation for proper monitoring, especially substantive monitoring, and meaningful evaluation must be laid at the stage of project formulation. In the process of simplifying the formats of project request forms and project documents, every effort will be made to ensure that the prerequisites for proper monitoring and evaluation, including clearly defined objectives, baseline data, and measurable indicators, receive due attention. At the same time, guidance and training must be provided to parties concerned with project formulation to help them conceptualize, articulate and address monitoring and evaluation needs.

III. STRENGTHENING NATIONAL CAPACITY FOR MANAGEMENT AND COORDINATION OF INTERNATIONAL ASSISTANCE

63. Since its inception, UNFPA has provided support for the creation and strengthening of population planning and/or coordinating mechanisms at the national level, partly because of the newness of population activities and the absence of traditional ways to deliver assistance. Moreover, the cross-disciplinary nature of population issues, which include health aspects, demography and women's empowerment, results in the involvement of a variety of ministries, government agencies and parastatal organizations. For these reasons, a focus on improving coordination within Governments as well as between Governments and the donor community and other groups has been a necessity in the population field from the earliest stages of UNFPA's programme. Supported by UNFPA, an increasing number of countries since the 1970s have established population commissions or councils to spearhead the formulation of population policies, to coordinate all population-related activities and to channel financial and technical assistance towards those areas that have been identified as priority concerns. An analysis of the national reports submitted to the ICPD found that 98 per cent of developing countries reported having a central government institution responsible for national population policy and coordination. In view of these achievements and the discussions at the ICPD,

UNFPA is now focusing more on selective interventions to strengthen existing institutions and to develop the kind of mechanisms that can respond effectively to the recommendations of the ICPD Programme of Action.

IV. IMPROVING NATIONAL PARTICIPATION IN EVALUATION OF UNITED NATIONS OPERATIONAL ACTIVITIES

64. The principal focus of training in the area of evaluation is on strengthening national capability. UNFPA's Country Support Teams, which are designed to provide technical backstopping to Governments in the area of population, are instrumental in this effort. Concurrently, national programme staff stationed in UNFPA field offices will continue to receive training in monitoring and evaluation issues as part of their overall training in programme matters.

65. UNFPA has been exploring different modalities for conducting country programme evaluations. A deliberate effort has been made to involve nationals in such exercises. In order to elaborate and refine the methodology for country programme evaluation, the strengths and weaknesses of the various modalities and their applicability to different situations will be assessed. In this regard, full recognition will be taken of the need to ensure objective assessments while at the same time promoting a sense of ownership among Governments of the outcome of such evaluations and their commitment to use the findings.

V. PROMOTING GREATER COLLABORATION IN EVALUATION

66. Together with its JCGP partners, UNFPA has made significant progress in harmonizing evaluation policies and principles. In line with the proposal that specific agency directions be titled "procedures" with the overall multi-agency document serving as "guidelines", the 1990 UNFPA guidelines will be revised and issued in 1996 as UNFPA Monitoring and Evaluation Procedures. In so doing, the ongoing effort to harmonize procedures for and outputs of monitoring and evaluation will be kept fully in view. Specifically, the process of carrying out mid-term reviews of country programmes will be clarified, taking due account of the fact that increasingly such reviews are conducted as joint exercises among JCGP members to promote cross-fertilization and coordination.

67. As an active member of the Inter-Agency Working Group on Evaluation, the Fund will continue to contribute to strengthening evaluation techniques and tools. Some of the issues examined in the Working Group's last two meetings included participatory evaluation, monitoring and evaluation within the context of the programme approach, rating systems and capacity-building in evaluation. On an ongoing basis, the Working Group continues to explore possibilities for sharing databases, consultant rosters and evaluation tools as well as conducting joint exercises. The Fund has also initiated a collaborative effort with UNIFEM to assess progress made in main streaming

gender concerns in UNFPA's programming as well as conducting joint exercises in consultation with the JCGP and other coordinating bodies of the United Nations.

VI. SCOPE FOR IMPROVING COST-EFFECTIVENESS OF ADMINISTRATIVE SERVICES

68. The improved cost-effectiveness of common administrative services, particularly at the field level, is being continuously explored by UNFPA. UNFPA's most significant collaborator in this endeavour is UNDP. Country-level arrangements have been modified over the years to enhance the effectiveness and efficiency of both agencies, which has led both UNDP and UNFPA to increasingly fulfil the goals established in General Assembly resolution 31/170 that requested both organizations to closely collaborate and cooperate on operational matters. Recently, the two agencies agreed to further refine the UNDP/UNFPA relationship at the country level. Specifically, UNFPA's senior officers in residence (heretofore designated as Country Directors) are now designated as UNFPA Representatives. As such, they will continue to function fully as part of the United Nations Resident Coordinator system.

69. It is felt that the ongoing efforts towards accomplishing the objectives outlined in various General Assembly resolutions on operational activities (particularly resolutions 47/199 and 50/120) will be safeguarded and further strengthened through the increased coherence resulting from this change. Furthermore, the refinement in the present organizational arrangements will be accomplished within existing financial and staff resources.

70. Other opportunities for improving cost-effectiveness are being pursued. For example, as noted in the UNFPA biennial budget proposal (document DP/1995/42), UNFPA will: (a) further develop electronic-mail connections and data-transfer links between headquarters and the field as well as between UNFPA and other United Nations agencies; (b) integrate its field office database system -- the UNFPA Integrated Field Office System (UNIFOS) -- with UNDP's field office financial systems; (c) continue to make use of the UNDP Regional Service Centre in Malaysia and the newly established regional centre for Africa in Zimbabwe, specifically with respect to audit services; (d) present financial statements in a format harmonized with that of UNDP (and other ACC members).

Common premises and services

71. As of February 1996, two or more JCGP partner organizations are sharing common premises in 52 countries. In several of these countries, other United Nations system organizations (e.g., FAO, WHO, UNHCR, etc.) are also sharing common premises. Based on present plans to substantially increase the number of countries using common premises and services (in line with paragraph 47 of resolution 50/120), JCGP organizations would share common premises in at least 68 countries, mostly in LDCs, by the end of 1997.

72. In 1995 there were ongoing construction projects for common premises in 15 countries. Work was completed on four others (Cape Verde, Comoros, Guinea-Bissau and Sao Tome and Principe), and three of these premises are already occupied. In order to expand this programme, a draft proposal has been formulated and circulated among JCGP partners that foresees financial contributions from all participating organizations for staffing a joint management unit and funding its operating expenses. All four JCGP organizations with field offices have confirmed their participation. Harmonization of the future operational direction and policies governing the establishment of common premises and services is foreseen during 1996.

73. Common standards and guidelines for the installation of local area networks and information technology infrastructure were developed in 1995 and have been distributed to all UNFPA country offices. In this and other regards, UNFPA and its JCGP partners will seek to increase the number of common services in all locations where JCGP partner organizations cohabit in order to economize on common charges.

Part four

FOLLOW-UP TO ECOSOC RESOLUTION 1995/56: HUMANITARIAN ACTIVITIES

I. INTRODUCTION

74. The present report is a follow-up to ECOSOC Resolution 1995/56 and provides information on inputs by various agencies in the area of emergency relief and post-conflict reconstruction. The report highlights UNFPA activities in this field during 1994-1995.

75. Among UNFPA's many concerns is the need to address the often-neglected demand for reproductive health services of persons in emergency and post-conflict situations. Reproductive health care and family planning are vital human rights and health concerns of populations affected by natural or man-made disasters. Such situations pose particular dangers to women during pregnancy, childbirth or post-partum recovery. They also expose women and adolescents to greater risks of sexual exploitation, abuse and violence. UNFPA is concerned that these needs be addressed with the same urgency that is devoted to other aspects of emergency relief. To this end, UNFPA support in emergency situations is aimed at providing reproductive health care, in addition to safeguarding the reproductive rights of women and men.

76. Based on the principles and objectives of the ICPD Programme of Action, which were reaffirmed at the Fourth World Conference on Women in 1995, UNFPA works towards providing assistance for the rehabilitation of repatriating refugees and towards linking such assistance to long-

term reconstruction and development plans In particular, UNFPA seeks to integrate reproductive health services into restructured primary health care systems

77. In 1994, UNFPA's promotion of human rights, including reproductive rights, of various populations groups led the Fund to broaden its policy and mandate in the area of population assistance to include emergency and post-conflict reconstruction periods In May 1994, UNFPA issued a policy statement outlining UNFPA assistance in emergency situations

78. Almost concomitantly, in June 1994, the Executive Board encouraged UNFPA to provide emergency assistance to the people of Rwanda, and to report to the Board at its next annual session on the measures taken to implement the Board's decision (94/25) The following year, in decision 95/14, the Board approved the Fund's continued implementation of decision 94/25, allowing for flexibility in the sectoral expenditure of resources from the third UNFPA country programme in Rwanda to enable the Fund to respond to the Government's evolving needs for reconstruction and development

79. UNFPA has, within its mandate, provided assistance to recent United Nations-supported, national reconstruction efforts in Angola, Cambodia, Haiti, Mozambique and Namibia More recently, it has helped craft plans for the national reconstruction of Rwanda, Liberia, Gaza Strip and the West Bank and is expected to provide similar support in the national reconstruction phase of Bosnia and Herzegovina

II ROLE AND OPERATIONAL RESPONSIBILITIES

80. In providing population assistance during periods of post-conflict reconstruction, UNFPA is guided by the following principles: (a) that access to reproductive health care is based on the right to security of person and the physical integrity of the human body, as expressed in the Universal Declaration on Human Rights, and on the rights of couples and individuals to make decisions concerning reproduction free of discrimination, coercion and violence These crucial aspects of health and welfare should not be overlooked during the reconstruction phase following emergency situations, in particular, when attention may be focused on the economy, major national development institutions, infrastructure, and the telecommunications of the country; (b) that counselling and quality services meet the needs of the beneficiaries, through the design and development of culturally sensitive messages and services tailored to local traditions and thus acceptable to the groups to be served; (c) that the recipient community participates in all stages of programme design, implementation and evaluation, and that the interests of women, adolescents and other vulnerable groups be addressed throughout the development phase; and (d) that strategies for preventing sexual violence are integrated in all training of the staff of agencies involved in providing assistance

81. During the second half of 1994 and 1995, UNFPA provided assistance in support of human resource development and infrastructures, including local salaries, equip.nent, medical supplies and drugs in the population and health sectors. Technical and logistical support were provided with the view to ensuring that target groups had access to counselling and quality services for contraception, safe motherhood, prevention and management of STDs including HIV/AIDS, management of the complications of unsafe abortion, adolescent reproductive health and other reproductive heath conditions as necessary. All efforts were (and will continue to be) made to ensure that services are provided on the basis of informed and voluntary choice. Where necessary, UNFPA support is extended to address the psycho-social needs of women and adolescents suffering traumatic life experiences, including instances of rape and sexual violence.

82. Other areas of UNFPA assistance in post-conflict situations encompass population and development strategies and advocacy. These activities include the assessments of needs and the widening of the knowledge base by conducting research on population groups affected by conflict and, during the reconstruction phase, support for the strengthening of national institutions responsible for the collection and analysis of demographic and reproductive health data, data systems, and policy development.

83. Special attention is accorded to mainstreaming gender perspectives in all UNFPA-supported activities. In the area of human rights, UNFPA supports advocacy for reproductive rights within the overall framework of human rights. Advocacy includes awareness-raising among concerned groups on equal access to health care and on education as a basis for women's empowerment. UNFPA advocacy for human rights, concepts pertaining to humanitarian law, and gender perspectives will be integrated into the training of local and international staff working in emergency relief situations.

III. CAPACITY TO RESPOND

84. In accordance with UNFPA policy, the Fund channels its emergency assistance through agencies and organizations that deliver emergency relief programmes, including United Nations organizations, government agencies and NGOs. UNFPA considers extending such assistance, provided that the request is within the Fund's mandate and that the resources used are drawn from the funds available in the UNFPA country programme for the country concerned. UNFPA provides reproductive health counselling and services through the health care mechanism that is available during relief operations. During the period under review, several measures were taken to strengthen UNFPA's role in providing emergency support.

85. In November 1994, UNFPA established the Office of Emergency Operations, based in Geneva, to help the Fund plan, coordinate, monitor and evaluate UNFPA activities in the area of reproductive health in emergency situations. The Office, which is in regular contact with UNHCR, was instrumental in organizing an inter-agency symposium with UNHCR in June 1995 on

reproductive health in emergency refugee situations. The symposium was attended by United Nations and specialized NGOs active in the area of reproductive health. In conjunction with the symposium, UNFPA and UNHCR signed a Memorandum of Understanding to facilitate collaboration and maximize inputs of both agencies in providing reproductive health and family planning services and supporting advocacy activities to prevent violence against women. This led to the development of a "Field Manual on Reproductive Health in Emergency Situations", which aims to focus attention on an area of refugee rights and welfare that has been widely overlooked in the past, to offer guidance to field staff in introducing and implementing reproductive health services in refugee situations, and to foster coordination between potential partners in this area.

86. UNFPA capacity to respond to short-notice requests for support was further strengthened when, at its January 1996 session, the Executive Board approved a global contraceptive commodity programme under which UNFPA would establish a revolving fund to provide procurement services for the timely provision of medical supplies, contraceptives and logistics. The revolving fund, supported by multilateral and bilateral sources, would help create a stockpile of commodities and supplies ready for shipment. UNFPA already has in place, through the Technical Support Services system, a network of technical assistance with a pool of experts readily available.

87. Simplification of project formulation and the decentralization of approval authority and procurement responsibilities to UNFPA Representatives have increased the capacity for rapid response to requests for assistance in special circumstances. Similarly, the diversity of possible sources of funding (regional and country sources) as well as the capacity to manage resources under multi-bilateral arrangements help in assuring the necessary flexibility needed to respond in a timely way.

IV. RESOURCES

88. In addition to the resources available through UNFPA country programme funds, UNFPA will join its efforts with other agencies to mobilize resources from external donors as well as local communities in support of reproductive health in the context of primary health care programmes during emergency situations.

89. With regard to the reconstruction period, there is a need for greater awareness on the part of donors that reconstruction phases deserve a timely and effective mobilization of resources to the same extent as the post-conflict and emergency phases. Furthermore, forward-looking strategic planning during this particular period to ensure that activities are timely and foster progress in the development phase is crucial. The identification of partners, including local community groups that are able to assist in both the implementation and the mobilization of resources in support of this phase, will be one step towards building national capacity and assuring sustainability.

V COORDINATION

90 At the field level, UNFPA will work within the Resident Coordinator system, in harmony with the Humanitarian Coordinator and in collaboration with United Nations agencies and organizations, particularly UNHCR, but also with UNICEF, WHO, WFP and NGOs that have the technical and managerial capacity to execute UNFPA-supported activities. Special efforts will be made towards the identification and strengthening of national NGOs, when possible, for the implementation and execution of activities for the reconstruction programme under national authority.

91 At the policy level, UNFPA will continue to follow the guidance provided by the Department of Humanitarian Affairs' Inter-Agency Standing Committee (IASC), the United Nations body entrusted with formulating system-wide responses to specific emergencies.

VI EVALUATION AND TRAINING

92 Considering the unpredictable situations under which most United Nations humanitarian assistance is initiated, projects should not exceed more than one year in duration. Projects must be carefully monitored either by the UNFPA Representative, resident experts or CST specialists. Major projects are evaluated independently by UNFPA, and lessons learned are shared with UNFPA headquarters and field offices.

93 In its post-conflict and reconstruction programmes, UNFPA will attempt to integrate a built-in monitoring system based on the identification of relevant quantitative and qualitative output indicators and methodologies for measuring them. Accountability for quality programme implementation will be enhanced through a system of evaluation, as yet to be created.

94 Training programmes for UNFPA activities in emergency and post-conflict reconstruction should be designed by specialists in the fields of reproductive health and humanitarian assistance. Training programmes should be flexible and adaptable to local circumstances and the capabilities of local personnel. They could include such topics as the provision of contraceptives in emergency situations, and innovative services for adolescents, including the prevention and treatment of STDs, the prevention of unwanted pregnancies, protection against sexual violence and responsible parenthood. Wherever possible and appropriate, training of staff will be undertaken in a collaborative manner with ACC/CCAQ and JCGP partners.